

***Policy Implementation of The Utilization Priority Of Village Fund For Village Development in Bone Regency, South Sulawesi Province***

**Implementasi Kebijakan Prioritas Pemanfaatan Dana Desa Untuk Pembangunan Desa di Kabupaten Bone Propinsi Sulawesi Selatan**

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**ABSTRACT**

*This study aims to analyze the implementation and utilization of village fund for village physical facilities and infrastructure in Barebbo, Bone regency, South Sulawesi province. This is a qualitative descriptive study that involves data collection techniques of in-depth interview, documentation, and field observation. When data were collected, the analysis was performed consist of data reduction, data display, and conclusion drawing. The results demonstrate how the implementation of village government in Bone regency complies to the applicable policies issued by national government. The implementation mechanism of Village Fund in Bone Regency for physical facilities and infrastructure passes through several steps, namely village development plan, priority setup, implementation of development program, monitoring and evaluation. However, participation of local community is just for a formality, whereas decision making is still dominated by village head and officials. Village Fund is, however, not utilized and distributed transparently and accountably, and involve active participation of the village community when performing priority setup and supervision of development program. The physical facilities and infrastructure are, in general, made up by the village government quite functionally and finally generate positive feedback from local community and, however, are still in a lower level of sustainability.*

**Keywords:** Implementation, village fund, development, Bone regency

**ABSTRAK**

Penelitian ini bertujuan untuk menganalisis pelaksanaan dan pemanfaatan dana desa untuk sarana dan prasarana fisik desa di Barebbo, Kabupaten Bone, Provinsi Sulawesi Selatan. Penelitian ini merupakan penelitian deskriptif kualitatif dengan teknik pengumpulan data berupa wawancara mendalam, dokumentasi, dan observasi lapangan. Setelah data terkumpul, dilakukan analisis yang terdiri dari reduksi data, penyajian data, dan penarikan kesimpulan. Hasilnya menunjukkan bagaimana pelaksanaan pemerintahan desa di Kabupaten Bone sesuai dengan kebijakan yang berlaku yang dikeluarkan oleh pemerintah pusat. Mekanisme pelaksanaan Dana Desa di Kabupaten Bone untuk sarana dan prasarana fisik melalui beberapa tahapan yaitu perencanaan pembangunan desa, penetapan prioritas, pelaksanaan program pembangunan, monitoring dan evaluasi. Namun, partisipasi masyarakat lokal hanya sebatas formalitas, sedangkan pengambilan keputusan masih didominasi oleh kepala desa dan perangkat desa. Namun Dana Desa tidak dimanfaatkan dan disalurkan secara transparan dan akuntabel, serta melibatkan partisipasi aktif masyarakat desa dalam pelaksanaan prioritas penyusunan dan pengawasan program pembangunan. Sarana dan prasarana fisik yang secara umum dibangun oleh pemerintah desa cukup fungsional dan pada akhirnya mendapatkan umpan balik positif dari masyarakat setempat, namun masih dalam tingkat keberlanjutan yang rendah.

**Kata Kunci:** Implementasi, Dana Desa, Pembangunan, Kabupaten Bone

## **1. Introduction**

Philosophically, village funds are funds that are distributed to each village to improve the welfare and equity of village development through improving public services in the village, advancing the village economy, overcoming development gaps between villages and strengthening village communities as subjects of development. Law Number 6 of 2014 concerning Villages article 72 paragraph 1 states that Village Funds are included in one of the village incomes. Village Funds originating from the State Revenue and Expenditure Budget are intended for villages that are transferred through the district/city Regional Revenue and Expenditure Budget and are used to finance government administration, development implementation, community development, and community empowerment. Village Funds channeled by the government are more intended to finance community development and empowerment.

Rural-based development priorities include: capacity building and assistance for village government officials and government institutions in a sustainable manner; compliance with village minimum service standards according to their geography; poverty alleviation and development of rural community economic enterprises; developing human resources, increasing empowerment, and forming the social and cultural capital of village communities; sustainable management of natural resources and environment; economic development of rural areas to encourage rural-urban linkages; oversee the implementation of the Village Law in a systematic, consistent and sustainable manner through coordination, facilitation, supervision and assistance.

Distribution of village funds (DD) into incentive funds to encourage financing village fund programs supported by self-help community participation in carrying out the construction of facilities and infrastructure and community empowerment (Sofianto, 2017: 28). Thus the program for building facilities and infrastructure and empowerment can be the main goal of allocating village funds.

In 2018, village funds are budgeted at IDR 60 trillion, with an average allocation of IDR 800.4 million for each village. In 2019, village funds increased to IDR 70 trillion with an average of IDR 933.9 million per village and in 2020 it increased again to IDR 72 trillion with an average of IDR 960 million per village (Kemendesa, 2020). Based on the evaluation results in the previous four years of implementation, village funds have proven to have produced facilities/infrastructure that are beneficial to the community, including the construction of more than 95.2 thousand kilometers of village roads; 914 thousand meters of bridges; 22,616 clean water connection units; 2,201 boat mooring units; 14,957 PAUD units; 4,004 units of polindes; 19,485 units of wells; 3,106 village markets; 103,405 drainage and irrigation units; 10,964 Posyandu units; and 1,338 reservoir units in the 2015-2016 period.

In 2019 there was a significant increase in relation to Village Fund Achievements as follows Village roads 40,109 km, Bridges 186,691 M, Village Markets 1,497 Units, Bumdes 1,396 Units, Boat Moorings 941 Units, Reservoirs 684 Units, Irrigation 6,695 Units, Village Raga 5,496 Units, Land retaining 22,015 units, clean water 34,195 units, toilets 99,322 units, polindes 1,907 units, drainage 6,626,199 m, early childhood education 8,786 units, posyandu 5,307 units, wells 13,090 units.

The distribution of Village Funds throughout Indonesia has a different amount for each province. South Sulawesi Province is one of the provinces in Indonesia that receives a large Village Fund. This is because the Province of South Sulawesi consists of 21 Regencies and 3,051 Villages (BPS Sulawesi Selatan, 2019). In this case, Bone Regency, which is the largest district in South Sulawesi, has approximately 372 villages.

Barebbo District is one of the sub-districts in Bone Regency which has 17 villages with a Village Fund amount of Rp. 15,554,550,000, - (Village Development Information System, 2019) Based on this, the funds mentioned above are divided into basic infrastructure facilities, basic social service infrastructure facilities, economic infrastructure facilities, environmental infrastructure facilities, other infrastructure facilities regulated in the Regulation Minister of Village number 16 of 2018 concerning Priority of Use of Village Funds in 2019.

The initial survey conducted by the researchers showed a lack of access to information from the community regarding the objectives and results of village fund implementation. Villagers as taxpayers have the right to know about development priorities in the village. The village government, in this case, has not utilized information technology in conveying this matter and also seems to cover up information on the use of village funds.

The principle of openness and community involvement in the management of village funds is still very low, village officials still have the view that the community only follows orders and policies from village officials and has no freedom to criticize the government, especially in the village. This is shown from the time of planning to implementing the construction of infrastructure facilities only involving certain elements in society. The impact of this is that the community lacks synergy and collaboration with the village government in village development.

Stakeholders including the District Level Communication Forum and village heads still do not master and understand the main targets of the 2019 Village Fund Use Priorities. This lack of understanding of the management of village funds causes the direction and targets for using village funds to be less focused on priorities in accordance with Permendes number 16 2018 concerning Prioritsa use of village funds in 2019.

There is a view of conflict of interest in the management of village funds, as was the case at the development planning stage only accommodating the interests of certain people such as relatives and the winning team of the elected village head. During the implementation of development, sudden changes often occur due to entrusted by certain politicians.

The progress of village development in Barebbo District, Bone district, South Sulawesi province is currently not optimal, especially in terms of access to public services such as the existence of damaged rural roads and the construction of inadequate facilities and infrastructure, and not yet fully managing Village Funds in implementation. Village physical development in accordance with the wishes of the community. Several things became obstacles in the implementation of the development of facilities and infrastructure in Barebbo Village, Bone Regency, including the clarity of information related to the costs of implementing activities contained in the village financial information billboards that were not yet detailed, the limited ability of the village head himself in terms of understanding various existing regulations .

The management of Village Funds in the Village physical development process requires accountability or accountability so as not to decrease public trust in various levels of government agencies including the Village Government so that the achievement of a predetermined goal can be carried out effectively.

Reality conditions show several conditions that are very different from what is expected in terms of the ideal implementation of village fund policies. Based on a study by Hogwood and Gunn (1986) regarding implementation failure, the conditions that occurred in the Barebbo sub-district, Bone Regency were included in the unsuccessful implementation category. This is shown when the implementation of the priority policy on the use of village funds is in accordance with the plan but there are several external conditions that cause the policy to not be successful in realizing the final

results as expected. This certainly requires a more in-depth study related to the implementation of village fund priority policies in the sub-district.

One model of policy implementation that can be practiced in governance is the model put forward by Merille S. Grindle. Policy implementation is a series or process of public policy. Grindle explained that implementation is an important aspect of overall policy. In general, the implementation task is to form a link that facilitates the realization of policy objectives as a result of government activities.

Based on this, policy implementation is a process that is carried out after a policy is formulated. Policy implementation seeks to achieve the objectives of the activities organized by the government and is related to the impact arising from the policy.

Grindle introduces a model of policy implementation as a political and administrative process that describes a decision-making process carried out by various stakeholders, where the final output is determined by program materials or through the interaction of decision makers in an administrative context. The political process can be seen through the decision-making process that involves various actors in the policy, while the administrative process can be seen in the general process regarding administrative actions that can be seen at the program level.

The objectives of policy implementation are formulated into a program or project that is designed and has been funded. Implementation can be said to be able to provide a comprehensive understanding because it involves several aspects of the policy, namely implementers, recipients of implementation, conflicts that may occur between implementing actors and the required implementation resources.

The implementation model of Grindle is also comprehensive, because it does not only focus on bureaucratic aspects as executors, but also focuses on the target group. In addition, according to Grindle in the theory of policy implementation, the factors that influence the success of a policy can be seen from the process of achieving the final result. (outcomes), ie whether or not the goals to be achieved. Judging from the process, with reference to whether the implementation of the policy is in accordance with the determined (design) based on the policy action. Meanwhile, the achievement of policy objectives can refer to two factors, namely the impact on society and the level of change that occurs in recipients or policy target groups.

Based on the explanation above, it can be seen that in realizing the success of a policy implementation, a policy must refer to the rules to guide the implementation of the policy. In addition, the success or failure of a policy can be seen from the impact it has on the community and the changes that have occurred in society, especially after obtaining the policy.

Grindle explained that in order to realize the success of policy implementation, it is necessary to have a synergy of three important variables or factors, namely the policy, the organization, and the policy environment. This embodiment through the right policy, the policy can run optimally and in accordance with the expected goals. In addition, the process of implementing this policy is very much influenced by the content of the policy and the context of implementation. The policy content in Grindle's theory consists of influencing interests; benefit type; desired degree of change; location of decision making; program executor; and the resources involved. Meanwhile, the implementation context includes matters such as the powers, interests and strategies of the actors involved; characteristics of the ruling institution; and level of compliance and responsiveness.

## **2. Methods**

The research method is the most important component in research. Sugiyono (2006:2) explains: "Research methods are systematic and organized ways and procedures for investigating a particular problem with the intention of obtaining information to be used as a solution or answer to the problem being studied. The research method is basically a scientific way to obtain data with specific purposes and uses.

(Sukardi, 2009) provides an explanation of research design as follows: "Broadly speaking, research design is all the processes required in planning and conducting research. In this context the design component can cover all research structures starting from the discovery of an idea until the research results are obtained. While in a narrow sense, research design is a clear description of the relationship between variables, data collection, and data analysis, so that with good design the researcher and other interested parties have an idea of how the interrelationships between variables, how to measure them, and so on.

In this study, researchers used a qualitative research design with descriptive methods and an inductive approach. The reason for choosing this design is so that researchers can obtain valid data and information in the field according to the problems studied, then describe the results obtained and analyze them based on relevant theories. (Lexy J. Moleong, 2013) explains, "Qualitative research is research that intends to understand the phenomenon of what is understood by research subjects, for example behavior, perceptions, motivations, actions, holistically and by means of descriptions in the form of words and language, in a special context that is natural and by utilizing various scientific methods".

Based on the description above, it can be concluded that a qualitative research design with descriptive methods and an inductive approach is research conducted to obtain in-depth and comprehensive data and information regarding the problem or object studied, then described and analyzed based on relevant theories. Thus, this research is intended to obtain data and information regarding the implementation of village funds for the development of village physical infrastructure, and analyze efforts that can be made to overcome the obstacles encountered.

## **3. Results and Discussion**

### **Interest Effectuated**

Policy implementation is an important stage in the government process where the policies that have been taken will be implemented and applied in real terms in society. However, in this process, not all parties have the same interest in the policies taken, both individuals and groups. These interests can affect the course of the policy implementation process. Stakeholders involved in the policy implementation process can vary, such as the private sector, civil society, academics, and community organizations.

These interests can have an impact on the course of the policy implementation process. Parties with strong interests may be able to influence the policies taken or the way they are implemented. Therefore, it is important for the government and policy makers to consider these interests in the process of making and implementing policies so that the policies taken can be implemented effectively and can be accepted by all parties involved.

Based on the results of the author's interview with the Director of Village Fund Facilitation at the Ministry of Village, PDTT on January 15, 2023

"Infrastructure in the village is currently still considered an important point to be built in the village, and one of the funding comes from the village. The Ministry of Village PDTT certainly adopts a policy so that programs in the village are not necessarily carried out or planned taking into account the wishes of the elites in the village. The elite in the village certainly want it to be unsustainable, unsustainable, that's why we encourage the correct use of village funds. The planning begins with data collection based on village SDGS, data collection based on problems. If a problem has been found, then that's where village funds must be present. to provide answers (Interview, January 15, 2023)"

In his conclusion, the Director of Facilitation of Village Funds of the Ministry of Village, PDTT, said that the implementation of Village Funds in the construction of village facilities and infrastructure must be carried out properly, transparently, and participatively and based on the results of mapping the problems and needs of the community. The village government must pay attention to the sustainability aspect so that the development carried out can provide long-term benefits for the village community, not based on the wishes of the elite in the village.

Adequate facilities and infrastructure in the village play an important role in the development and empowerment of village communities. However, development policies in villages should not be based solely on the wishes of village elites. Development policies in the village must be based on the needs and problems faced by the village community. However, the results of the researchers' observations show that in this case, the community has not been actively involved in the development process in the village. the interests of village officials are still more dominant than the interests and needs of the community.

This was met, in the Village Planning and Development Meeting (Musrembangdes), the community was invited to submit proposals for activities and places for activities to be carried out. However, the determination of programs and activities is mostly determined by village officials. This causes the community to perceive village planning and development deliberations as a formality activity and to feel that they are only passive spectators in determining activities.

This condition indicates that the community's active participation in the development planning process in the village is still not optimal. It is important for village officials to provide greater opportunities for the community to be involved in planning and development processes in the village. By providing greater opportunities for the community to be involved in the planning and development process in the village, it is hoped that the activities carried out can be more in line with the needs and aspirations of the village community so that they can achieve sustainable development goals.

### **Type of Benefits**

Village Development basically aims to provide prosperity and welfare for the Village community. Village Development is a combination of village government and village community activities. Village development, both physical and non-physical, is carried out by the village head together with village apparatus and involves the village community. The success of implementation in development at the village level is basically determined by the extent to which the development carried out benefits all members of the community in the village, development is equitable and fair throughout the village area.

The results of an interview with the Head of the Bone Regency Village Community Empowerment Service regarding village funds:

"Village funds are a very vital source of funding for villages, especially in accelerating development and community empowerment. Without village funds, village development will of

course be slow and village communities will find it difficult to improve the welfare of our community, moreover not all village proposals in sub-district development planning meetings can be handled using district budget funds, therefore that is where village funds play a role. Then, the positive impact is With village funds, village development can run better and faster. Villages can improve existing facilities and infrastructure, such as roads, irrigation, and water sources. Apart from that, village funds can also be used to improve the quality of education, health and the economy in the village depending on the priorities of the village concerned” (Interview, 10 January 2023).

The opinion above shows that village funds are a very vital source of funding for villages in accelerating community development and empowerment. Therefore, local governments need to pay sufficient attention to the allocation of village funds to build the infrastructure needed by village communities and ensure the use of village funds for effective and efficient infrastructure development. Village infrastructure development using village funds can help improve the quality of life of village communities and accelerate village development as a whole.

In addition, the use of village funds to build infrastructure also provides benefits for village communities to increase productivity and competitiveness. However, to ensure effectiveness and efficiency in infrastructure development using village funds, it is necessary to have a mature and detailed village development plan, select qualified and experienced contractors or project implementers, and strict supervision of construction implementation.

Barebbo sub-district head revealed that the village fund has provided significant benefits for the village community itself.

“Village funds have provided significant benefits to our community. The Village Fund helps us to build and improve village infrastructure in our area, such as building roads, bridges and irrigation. This really helps us improve accessibility to various public facilities. Village funds also provide significant economic benefits for our village, this is because with funds for the construction of agricultural production roads, for example, this will speed up the farmer's process (Interview, 08 February 2023)”

The statement shows that village funds have provided significant benefits to the people in the area, especially in terms of building and repairing village infrastructure such as roads, bridges and irrigation. This infrastructure helps improve accessibility to various public facilities in the village, which can improve the quality of life and welfare of the community. Similar to the expression of the Head of Barebbo Sub-District, the Head of Watu Village also expressed the same thing that the construction of physical facilities with village funds provides significant benefits for the village community and really helps improve community welfare.

"The construction of physical facilities with village funds has really helped improve the welfare of the people in our village. With better roads and bridges, it is easier to transport goods and people and lower transportation costs. This helps increase productivity and increase people's income. Apart from that, with better school buildings and puskesmas, the quality of education and community health has also improved (Interview, 15 February 2023)”

From these interviews, it can be seen that the construction of physical facilities with the Village Fund has had a significant impact on improving the welfare of the people in the village. This impact, among other things, can increase community productivity because transportation of goods and people is easier and transportation costs are cheaper. This can help increase people's income. And Improving the quality of education and public health due to better school buildings and health centers. This can help improve people's quality of life and reduce death rates.

The construction of village physical facilities and infrastructure using village funds is actually an effort to accelerate and equalize development carried out by the central government through the villages. The proper use of village funds will of course help solve the problems faced by the village community, be it issues of accessibility, education, economy or health of the village community.

From the results of these interviews, it can be concluded that the development of physical facilities with the Village Fund can help improve the welfare of the community as a whole. Therefore, the village government needs to continue to pay attention to the development of physical facilities and strengthen community participation in every stage of project planning and implementation, so that the development of physical facilities can have a larger and more sustainable impact on the welfare of village communities.

### **Extent Of Change Envision**

The implementation of village funds for the development of village physical facilities and infrastructure must pay attention to the established mechanisms, including participatory planning, transparency, accountability, and good supervision. The village government must prioritize development priorities according to the needs of the community and ensure that the implementation of development projects is carried out properly in order to improve the welfare of the village community.

In addition, the implementation of Village Funds must also pay attention to sustainability aspects, both from a technical and financial perspective. In implementing village funds, the village government can also involve the community in every stage of development project implementation, from planning to monitoring and evaluation. This can increase community participation in the development process and increase shared responsibility for the success of village projects.

Barebbo sub-district head said that village funds play an important role in increasing village status from the status of a developing village to a developed village, from a developed village to an independent village: I can see that those in the verification team really (village funds) really help (development) existing infrastructure in the village, before there were village funds, we knew that the village was so large that we had to think about how to build a village to level up. Villages have levels, there are developed villages, developing villages and independent villages. So with this village fund, the facilities and infrastructure in the village really really help this village to move up a level (Interview, 08 February 2023)."

This statement indicates that village funds have a positive impact on increasing the development of facilities and infrastructure in the village. This is very important in advancing the village so that it can level up, from a developing village to an independent village. According to the experience of the Camat, who is in charge of the verification team, village funds help speed up the development process and improve existing infrastructure in the village, so that the community can directly benefit from it.

Improving the quality of facilities and infrastructure in villages can also help increase community accessibility and mobility, as well as speed up the process of agricultural production and marine products. This will help the community to increase income and the economy in the village, so that it can help the village to move up to a more advanced level. Therefore, village funds can be an important instrument in advancing the village and improving people's welfare

In addition, the statement also reflects the important role of the government in assisting and supporting village development. In this case, village funds are a form of government support to assist villages in obtaining the resources needed to advance the village.

#### **Site of decision making**

Village Development aims to improve the welfare of the Village community and the quality of human life as well as reduce poverty through meeting basic needs, developing Village facilities and infrastructure, developing local economic potential, and utilizing natural resources and the environment in a sustainable manner. Decision making in terms of village development is contained in the village development planning process

Planning is an activity to prepare and determine a goal to be achieved in the future and determine the program and stages that will be passed to achieve that goal. Planning activities are a very important starting point to achieve the goals of an activity.

Therefore, for each activity program that will be carried out, the first step is to carry out careful planning to determine joint activities within an organization so that the goals set will be achieved to the fullest.

In village financial planning, especially in managing funds, a planning program of activities is needed which will be carried out together with the village community. Therefore, program planning and activities are prepared by first holding a Village Planning and Development Consultation involving the BPD, LPMD, and community leaders as well as representatives of elements of the ordinary community.

Based on the results of the researchers' observations, it can be seen that in terms of planning the community has not been actively involved, the conditions in the field show a situation where the community is invited to the Village Planning and Development Deliberation (Musrembangdes) but the proposals for activities and the places where activities are carried out are determined more by village officials. This is proven by the findings in the field, the community considers village planning and development deliberations activities as a formality activity. This assumption occurs because the determination of programs and activities carried out is dominated by village officials while the community is only a passive watcher in determining activities.

#### **4. Conclusions**

Based on the results and discussion of this research, it can be concluded that the implementation of village fund priority policies is carried out on two targets, namely village development and community empowerment. In the aspect of village development, the contents of the policy and the implementation context carried out by the village government in Bone Regency are in accordance with the policies and regulations issued by the central government, the development of physical infrastructure using the village fund budget has been implemented in 120 physical buildings using the method self-managed procurement.

In general, the physical facilities and infrastructure built by the village government are quite functional and the community is satisfied with their technical performance, but the level of sustainability is still low. The focus of future project attention needs to be considered to improve the aspects of community organizing, transparency and accountability, as well as sustainability.

After conducting research on the implementation of village funds for the construction of village physical facilities and infrastructure in the Barebbo sub-district, there are several suggestions that can be given to the Central Government, village government and researchers in

this regard to develop the implementation of village funds and further research on village funds and village development. These suggestions are expected to help increase the effectiveness of the use of village funds and achieve more sustainable village development goals.

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